

VOLUME 2: CHAPTERS 1-3

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LIST OF ACRONYMS

Acronym or Abbreviation	Full Phrase
ACEC	area of critical environmental concern
AFY	acre-feet per year
AML	appropriate management level
AMP	allotment management plan
APHIS	Animal and Plant Health Inspection Service
APHIS-WS	Animal and Plant Health Inspection Service-Wildlife Services
AQ	air quality
ATV	all-terrain vehicle
AUM	animal unit month
BCB	Backcountry Byways
BEA	Bureau of Economic Analysis
BIA	US Department of the Interior, Bureau of Indian Affairs
BLM	US Department of the Interior, Bureau of Land Management
BMPs	best management practices
BPS	budget planning system
BRDHRCET	Black Rock Desert High Rock Canyon Emigrant Trails
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CK	cave and karst resources
CNHT	California National Historic Trail
CR	cultural resources
CWA	Clean Water Act
CWPP	Community Wildfire Protection Plan
CWMA	Cooperative Weed Management Area
EA	environmental assessment
EIS	environmental impact statement
EO	Executive Order
EPA	US Environmental Protection Agency
ERMA	extensive recreation management area
ES	Executive Summary
ESA	Endangered Species Act of 1973
ES&R	emergency stabilization and rehabilitation
FLPMA	Federal Land Policy and Management Act
FLTFA	Federal Land Transaction Facilitation Act
FMU	Fire Management Unit
FMUD	final multiple use decision
FOFEM	First Order Fire Effects Model
FPA	fire program analysis
FRCC	fire regime condition class
FW	fish and wildlife
G	geology
GAWS	general aquatic wildlife survey
GIS	geographical information system
HA	herd area

LIST OF ACRONYMS *(continued)*

Acronym or Abbreviation	Full Phrase
HAP	hazardous air pollution
HMA	herd management area
HMAP	herd management area plan
HMP	habitat management plan
HUA	herd use area
HVH	high value habitat
IBLA	Interior Board of Land Appeals
IDT	interdisciplinary team
IMP	interim management policy
IPM	Integrated Pest Management
ISA	instant study area
ITA	Indian Trust Assets
KGRA	known geothermal resource area
LCT	Lahontan cutthroat trout
LG	livestock grazing
LR	lands and realty
MACT	maximum available control technology
MBTA	Migratory Bird Treaty Act
MFP	management framework plan
MIST	minimum impact suppression tactics
MOU	memorandum of understanding
MR	minerals: leasable, locatable, salable
NASA	National Aeronautics and Space Administration
NCA	National Conservation Area
NDEP	Nevada Division of Environmental Protection
NDOA	Nevada Department of Agriculture
NDOM	Nevada Division of Minerals
NDOT	Nevada Department of Transportation
NDOW	Nevada Department of Wildlife
NDVI	Normalized Difference Vegetation Index
NDWR	Nevada Division of Water Resources
NEPA	National Environmental Policy Act of 1969
NESHAPS	National Emission Standards for Hazardous Air Pollutants
NGO	non-government organizations
NHPA	National Historic Preservation Act
NHT	National Historic Trail
NRCS	US Department of Agriculture, Natural Resources Conservation Service
NRHP	National Register of Historic Places
NRS	new source review
NSO	no surface occupancy
NWSRS	National Wild and Scenic River Systems
NV	Nevada
OCTA	Oregon-California Trail Association

LIST OF ACRONYMS *(continued)*

Acronym or Abbreviation	Full Phrase
OHV	off-highway vehicle
ORV	Outstanding Remarkable Value
PE	chemical and biological control
PFC	proper functioning condition
planning area	Winnemucca District Office boundary and scope for the RMP
PM _{2.5}	particulate matter smaller than 2.5 microns in diameter
PM ₁₀	particulate matter smaller than 10 microns in diameter
PMU	population management unit
ppm	part per million
PR	paleontological resources
PS	public health and safety
PSD	prevention of significant deterioration
R	recreation
R&PP	Recreation and Public Purposes Act
RAC	resource advisory council
RAMS	risk assessment and mitigation strategy
RE	renewable energy
RFDS	Reasonably Foreseeable Development Scenario
RIP	range improvement project
RMIS	Recreation Management Information System
RMP	resource management plan
RMZ	recreation management zone
RNA	Research Natural Area
ROD	record of decision
ROI	region of influence
ROS	Recreation Opportunity Spectrum
ROW	right-of-way
S	soils
SASEM	Simple Approach Smoke Estimation Model
SHPO	State Historic Preservation Office
SIP	State Implementation Plan
SNPLMA	Southern Nevada Public Land Management Act
SOG	standard operating guideline
SOP	standard operating procedure
SRMA	special recreation management area
SRP	special recreation permit
SSS	special status species
T&E	threatened and endangered
TA	transportation and access
TC	tribal consultation
TCP	traditional cultural property
TDS	total dissolved solids
TM	transportation and travel management
TNEB	thriving natural ecological balance
TNR	temporary nonrenewable
TSP	total suspended particles

LIST OF ACRONYMS *(continued)*

Acronym or Abbreviation	Full Phrase
TSS	total suspended solids
US	United States
USC	United States Code
USDI	United States Department of the Interior
USFS	United States Department of Agriculture, Forest Service
USFWS	US Department of the Interior, Fish and Wildlife Service
USGS	US Geological Survey
VF	vegetation forest and woodland products
VR	vegetation rangelands
VR1	visual resource inventory
VRM	visual resource management
VRW	vegetation riparian and wetlands
VW	vegetation weeds
WA	wilderness area
WAFWA	Western Association of Fish and Wildlife Agencies
WD	Winnemucca District
WDM	wildlife damage management
WDO	Winnemucca District Office
WFDSS	Wildland Fire Decision Support System
WFM	wildland fire ecology management
WFSA	wildland fire situation analysis
WHB	wild horses and burros
WR	water resources
WSA	wilderness study area
WSR	wild and scenic river
WUG	Western Utility Group
WUI	Wildland Urban Interface
WWV	watchable wildlife viewing site

1. Introduction

CHAPTER 1 – INTRODUCTION

1.1 INTRODUCTION

The US Department of the Interior, Bureau of Land Management (BLM), has prepared this draft resource management plan (RMP) and environmental impact statement (EIS). This RMP provides direction for managing public lands under the administrative jurisdiction of the BLM's Winnemucca District Office (WDO) in northern Nevada, and the EIS analyzes the environmental effects that could result from implementing the alternatives defined in this RMP. The affected lands are currently being managed under the Sonoma-Gerlach Management Framework Plan (MFP), the Paradise-Denio MFP, a land use plan amendment, and a separate RMP covering lands within the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area (NCA). The Sonoma-Gerlach MFP, completed in 1982, generally covers the south and far west side of the planning area. The Paradise-Denio MFP, completed in 1982, generally covers the north side of the planning area. (The planning area is described below under Section 1.3, Description of the Planning Area.) In 1999, both MFPs were updated with a lands amendment that established updated guidance for land tenure adjustments, including disposal and acquisition of public lands. In July 2004 a separate land use plan was approved providing guidance and direction for approximately 1.2 million acres of public lands within the WDO administrative boundary for the NCA per the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Act of 2000. Other management direction includes various laws, executive orders, regulations, and BLM policy and guidance.

The land use planning process is the key tool the BLM uses to define resource management and to designate public land uses in coordination with federal, tribal, state, and local government, land users, and interested members of the public. Generally, an RMP does not result in a wholesale change of management direction. Accordingly, this RMP incorporates new information and regulatory guidance that have come about since the MFPs and amendments. The focus of the RMP is to provide management direction by establishing goals and objectives for resource management and the measures to achieve these goals and objectives (management actions and allowable uses). The RMP will also focus on areas to resolve land use issues or conflicts. Current management direction that has proven effective and requires no change will be carried forward into this RMP, as well as through the analysis process.

The RMP is being prepared using BLM planning regulations and guidance issued under the authority of the Federal Land Policy and Management Act (FLPMA) of 1976 (43 US Code [USC] 1701 et seq.) (BLM 1976) and the BLM's Land Use Planning Handbook, H-1601-1 (BLM 2005a). An EIS is incorporated into this document to meet the requirements of the National Environmental Policy Act of 1969 (NEPA), Council on Environmental Quality (CEQ) regulations for implementing NEPA (40 Code of Federal Regulations [CFR] 1500-1508) (CEQ 1978), and requirements of the BLM's NEPA Handbook, H-1790-1 (BLM 1988).

1.2 PURPOSE OF AND NEED FOR THE RESOURCE MANAGEMENT PLAN

The purpose of the RMP is to provide a single, comprehensive land use plan that will guide management of the public lands and uses administered by the WDO consistent with laws, regulations, policy and guidance. The RMP incorporates new information and data, addresses land use issues and conflicts, and specifies where and under what circumstances particular activities and

uses will be allowed on BLM-administered public lands. Public lands addressed in the RMP will be managed on the basis of multiple use and sustained yield, while preventing unnecessary or undue degradation of the lands, including the protection of natural and cultural resources, in accordance with FLPMA. The RMP generally does not include a description of how particular programs or projects would be implemented or prioritized; those decisions are deferred to implementation-level planning.

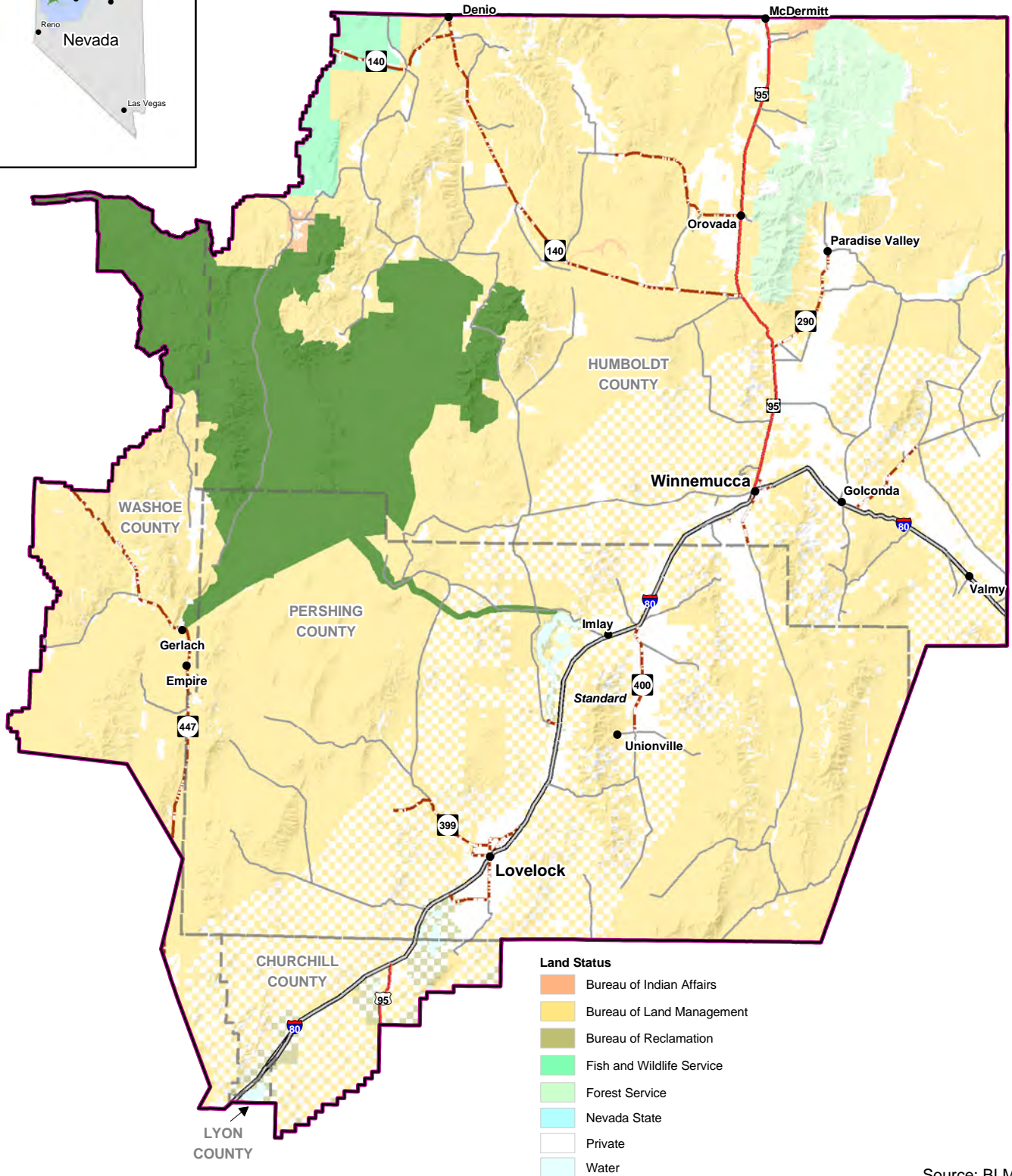
The Winnemucca RMP is needed because regulatory and resource conditions have changed, as well as public demands and uses, which warrant revisiting decisions in the 1982 MFPs and 1999 Lands Amendments. Many new laws, regulations, and policies have created additional public land management considerations. As a result, some of the decisions in the MFP and amendments are no longer valid or have been superseded by requirements that did not exist when they were prepared. Likewise, user demands and uses have evolved causing new impacts, requiring new management direction.

1.3 DESCRIPTION OF THE PLANNING AREA

The WDO administrative boundary defines the planning area assessed in this RMP. The WDO planning area encompasses about 11.1 million acres in all of Humboldt and Pershing counties and parts of Washoe, Lyon, and Churchill counties; this acreage includes all lands within the WDO administrative boundary regardless of ownership and includes public lands within the NCA (Figure 1-1). The BLM administers about 75 percent, or about 8.4 million acres, of public lands in the planning area. The WDO RMP decision area, which is the area applicable to this planning effort, encompasses about 7.4 million acres of public lands and does not include private lands, federal lands not administered by BLM, Tribal Lands, or state lands. Public lands within the NCA are also not included in the decision area except where program administrative boundaries overlap (e.g. grazing allotments, priority wildlife areas, herd management areas [HMAs]), in which case these public lands would be managed in full conformance with both land use plans. The BLM manages the surface and subsurface of federal lands under its jurisdiction and, in some cases, has administrative duties for mineral activities on lands managed by other federal agencies or on private split-estate lands. In addition, the BLM administers grazing on certain allotments outside the WDO administrative boundary through memorandums of understanding with other BLM administrative offices. Also, portions of the Bullhead Allotment and Little Owyhee Allotment within the administrative boundary of the Elko District Office are part of the Winnemucca RMP decision area. The WDO administers 230,163 acres in the Little Owyhee Allotment and 67,021 acres in the Bullhead Allotment. Figure 1-2 depicts the Winnemucca RMP decision area addressed in this document.

Management direction and actions outlined in the RMP apply to BLM-managed public lands within the decision area and include administration of grazing allotments outside the administrative boundary and to federal mineral estate lands under BLM jurisdiction that may lie beneath other surface ownership (split estate). The geographic land status pattern of the planning area ranges from large continuous blocks of public land to small 40-acres blocks located in a checkerboard pattern with private land. Therefore, while RMP decisions do not apply to lands not administered by BLM, lands that are interspersed with BLM-managed public lands could be influenced or indirectly affected by BLM management actions.

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Source: BLM 2007

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0 10 20 Miles



Legend

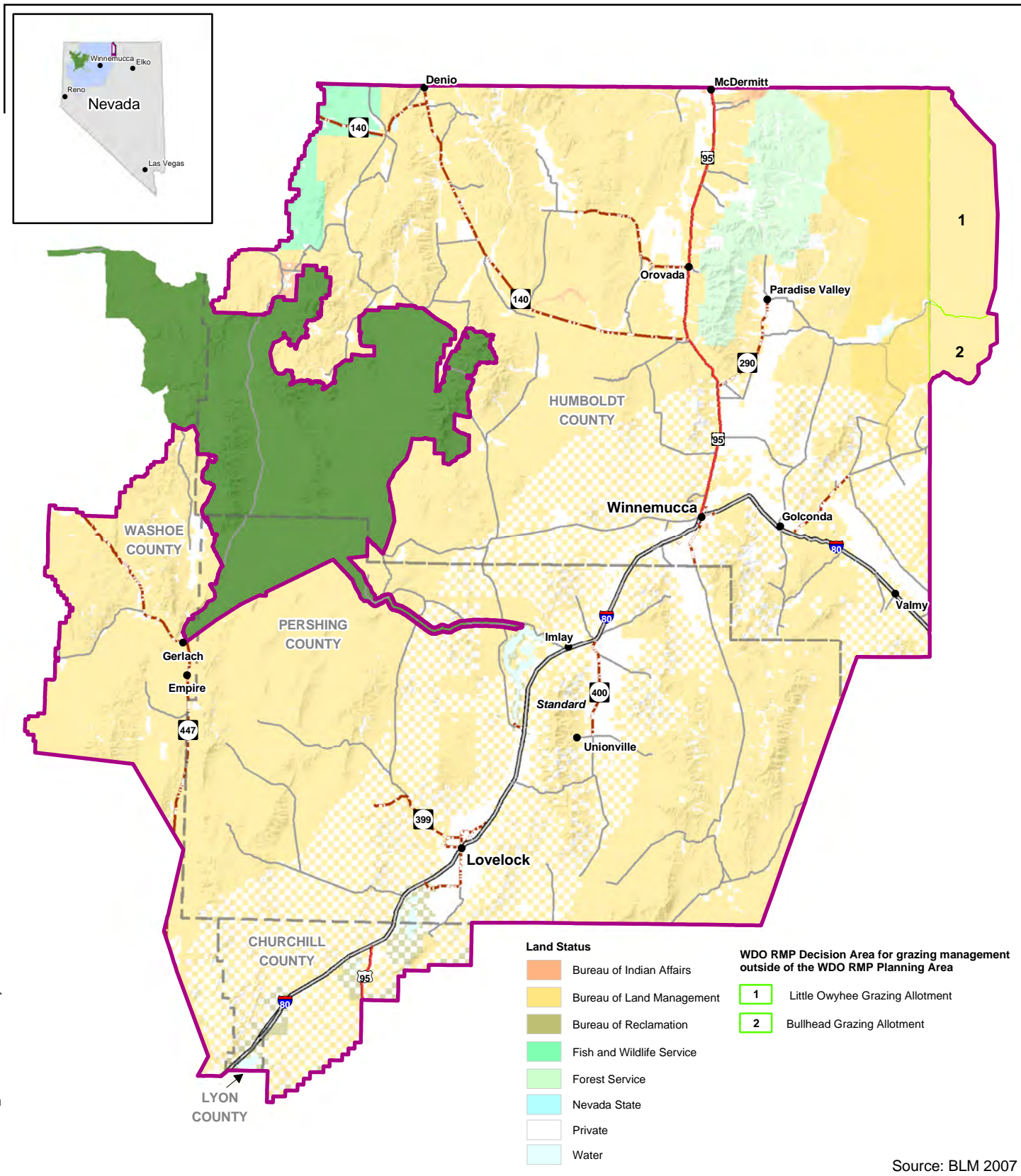
- BLM Winnemucca District Office Administrative Boundary
- BLM Winnemucca RMP Planning Area
- Black Rock/High Rock NCA RMP Area
- County Boundaries
- Towns
- U.S. Highway
- U.S. Interstate
- County Road
- State Highway

Winnemucca District Office RMP/EIS Planning Area

Northwest Nevada

Figure 1-1

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0 10 20 Miles



Legend

- BLM Winnemucca RMP Decision Area
- Black Rock/High Rock NCA RMP Area
- County Boundaries

- Towns
- U.S. Highway
- U.S. Interstate
- County Road
- State Highway

Winnemucca District Office RMP/EIS Decision Area

Northwest Nevada

Figure 1-2

Table 1-1
Land Status within the Planning Area

Land Status	Acres	Percentage of Planning Area
BLM	8,448,130*	75.27
US Forest Service	274,825	2.45
US Fish and Wildlife Service	107,169	0.95
Bureau of Indian Affairs	21,991	0.20
State of Nevada	0.28	0.000002
Private	2,338,639	20.84
Water Features	32,812	0.29
Total	11,223,566**	100

*Includes NCA acres.

**Does not reflect land administered by WDO outside of administrative boundary.

Source: BLM 2005a

1.4 PLANNING PROCESS

An RMP guides the management of public lands in a particular area or administrative unit. RMPs are usually prepared to cover the lands administered by a certain BLM district office. An approved RMP with the record of decision (ROD) describes the following:

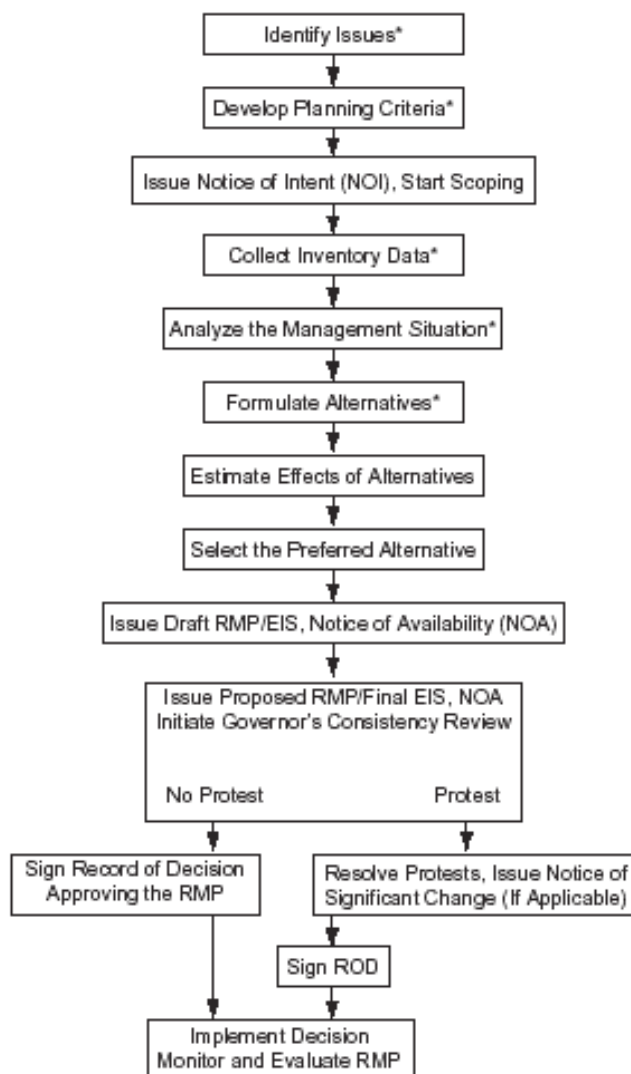
- Resource conditions goals and objectives;
- Allowable resource uses and related levels of production or use to be maintained;
- Land areas to be managed for limited, restricted, or exclusive resource uses or for transfer from BLM administration;
- Program constraints and general management practices and protocols;
- General implementation schedule or sequences; and
- Intervals and standards for monitoring the RMP.

Preparation of an RMP involves interrelated steps, as illustrated below (Figure 1-3) and described in Table 1-2.

1.5 SCOPING AND PLANNING ISSUES

The policy of the WDO is to provide opportunities for the public, various groups, other federal agencies, Native American tribal members, and state and local governments to participate meaningfully and substantively and to give input and comments to the BLM during the preparation of the RMP and EIS. Early in the planning process, the public was invited to help the BLM identify planning issues and concerns related to the management of BLM-administered lands and resources and uses in the planning area.

Figure 1-3: BLM Planning Process



*These steps may be revisited throughout the planning process.

Table 1-2
BLM Planning Process

BLM Planning Process Step	Description	Timeframe
Step 1—Identify planning issues	Issues and concerns are identified through a scoping process that includes the public, Indian tribes, other federal agencies, and state and local governments.	March to July 2005
Step 2—Develop planning criteria	Planning criteria are created to ensure decisions are made to address the issues pertinent to the planning effort. Planning criteria are derived from a variety of sources, including applicable laws and regulations, from existing management plans, from coordinating other agencies' programs, and from the results of public and agency scoping. The planning criteria may be updated and changed as planning proceeds.	March to July 2005
Step 3—Collect data and information	Data and information for the resources in the planning area are collected based on the planning criteria.	Ongoing
Step 4—Analyze management situation	Current resource management in the planning area is assessed.	March to April 2005
Step 5—Formulate alternatives	A range of reasonable management alternatives is developed to address issues identified during scoping.	April 2005 to January 2007
Step 6—Assess alternatives	The effects of each alternative are estimated.	January 2008
Step 7—Select preferred alternative	The alternative that best resolves planning issues is identified as the preferred alternative.	February 2008
Step 8—Select RMP	First, a draft RMP/EIS is issued and is made available to the public for a review period of 90 days. After comments to the draft document have been received and analyzed, it is modified as necessary, and the proposed RMP/Final EIS is published and made available for public review for 30 days. A ROD is signed to approve the RMP/EIS.	Draft RMP/EIS: estimated spring 2010 Proposed RMP/Final EIS: estimated summer 2010 Approved RMP/ROD: estimated winter 2012
Step 9—Implementation Monitoring	Management measures outlined in the approved plan are implemented on the ground, and future monitoring is conducted to test their effectiveness. Changes are made as necessary to achieve desired results.	Ongoing after RMP approval

1.5.1 Scoping Process

FLPMA allows the public to comment on and participate in the formulation of the RMP. The formal scoping period began with the publication of the notice of intent in the *Federal Register* on

March 25, 2005.¹ In March 2005, a WDO RMP/EIS project Web site was launched to serve as a clearinghouse for project information during the planning effort. The Web site, at www.nv.blm.gov/wdormp, provided a link for site visitors to submit comments about the project. Due to security issues and upgrades, the Web site was temporarily shut down in April 2005 and remained so through the end of the scoping period. The public was urged in public notices and during the scoping meetings to use other means to provide their comments. In the summer of 2006 the Winnemucca RMP public Web site was brought back online with a new Web address (www.nv.blm.gov/Winnemucca/RMP/) and has been active intermittently ever since.

The BLM sent a newsletter to interested parties on March 23, 2005, to inform them of the Winnemucca RMP planning effort, the location of four scoping open houses in May 2005, and the opportunity to comment. The newsletter was mailed to over 1,600 individuals on the distribution list compiled by the WDO. Newspaper advertisements and news releases also were published to notify the public of the project, to announce the four scoping open houses, to request public comments, and to provide contact information. Scoping open houses were held in Winnemucca, Lovelock, Gerlach, and Reno, Nevada, on May 2, 3, and 4, and 5, 2005, respectively. These open houses provided an opportunity for the public to receive information, to ask questions, and to provide input (Chapter 5 further discusses scoping and public collaboration).

In addition to the public open houses, the BLM gave presentations on the WDO RMP planning effort to the following groups:

- Fallon Tribe on February 1, 2005;
- McDermitt Tribe on February 14, 2005;
- Humboldt County Commissioners on March 7, 2005;
- Pershing County Commissioners on March 16, 2005;
- Sierra Front-Northwestern Great Basin Resource Advisory Council on April 28, 2005;
- City of Winnemucca on May 3, 2005;
- Humboldt County Development Authority on May 10, 2005;
- Two Native American tribal meetings on May 24 and May 26, 2005;
- Combined Cooperator Meeting on July 13, 2005;
- Nevada Department of Wildlife on July 27, 2005;
- Pyramid Lake Tribe on August 25, 2005;
- Humboldt County Commissioners on September 19, 2005;
- Combined Cooperator Meeting on February 22, 2006;
- Battle Mountain Band on March 21, 2006;

¹ “Notice of Intent To Prepare a Resource Management Plan (RMP) and Associated Environmental Impact Statement (EIS) and Initiate the Public Scoping Process.” *Federal Register* 70, no. 57 (March 2005): 15348-15349.

- Humboldt County Commissioners on April 4, 2006;
- Washoe County on April 6, 2006;
- US Fish and Wildlife Service on May 9, 2006;
- Nevada Department of Wildlife on June 1, 2006;
- Fallon Tribe on June 20, 2006;
- Nevada Dept. of Agriculture and N-2 Grazing Board on June 21, 2006;
- Nevada Department of Wildlife on August 7, 2006;
- Meeting with Churchill County and Fallon Naval Air Station on October 25, 2006; and
- McDermitt Tribe on December 15, 2006.

The scoping period for receipt of public comments ended May 24, 2005. Analysis of the comments was completed and a scoping summary report was finalized in July 2005 (BLM 2005b).

1.5.2 Issue Identification

Issue identification is the first step of the nine-step BLM planning process. A planning issue is a significant concern, need, resource use, or development and protection opportunity regarding resource management or uses on public lands that can be addressed in a variety of ways. The criteria used to identify issues include determining whether the effects:

1. Would approach or exceed standards or a threshold;
2. Would substantially change a resource;
3. Would be controversial;
4. Would offer a wide range of opportunities; or
5. Would cause disagreement regarding their environmental impact.

These issues drove the formulation of the RMP alternatives, and addressing them has resulted in a range of management options presented in five alternatives (Chapter 2). Each fully developed alternative (Chapter 2) represents a different land use plan that addresses or resolves the identified planning issues in different ways. While other concerns are addressed in the RMP, management related to them may or may not change by alternative.

After considering public scoping comments, the BLM identified nine major planning issue themes, as follows:

1. How will transportation and recreation be managed to improve public access, protect natural and cultural resources, reduce user conflicts, and provide a range of recreational opportunities, from developed/motorized to nonmotorized/wilderness experiences?
2. What opportunities exist to make adjustments to public land ownership that would result in greater management efficiency, appropriate and agreeable levels of public access, and increased public and natural resource benefits?

3. What actions or restrictions will be needed to maintain or improve natural resource values, reduce dangerous fuel loads, control and prevent noxious weeds and other undesirable plant species, and reduce risk of crossing ecological thresholds?
4. How will uses and land management activities be managed to maintain and improve terrestrial and aquatic habitats in a scattered land ownership pattern while maintaining multiple-use land management?
5. How will the BLM manage mining and other commercial uses (other than livestock grazing) on public lands while protecting natural and cultural resources? How will management of BLM lands affect the social and economic resiliency and sustainability of local economies?
6. How will the BLM manage livestock grazing on public lands while protecting, managing, restoring, and/or using natural and cultural resources?
7. Where are special designations appropriate to protect unique resources?
8. What are the appropriate management level and other management measures to protect natural and cultural resources while protecting the health and safety of the wild horse and burro populations? Where should herd management area boundaries be adjusted?
9. How can the BLM use proactive management, tribal consultation, and land tenure tools to identify, protect, and conserve cultural resources? How can these values be incorporated into other management activities?

1.5.3 Issues Considered But Not Further Analyzed

During scoping, several concerns were raised that are beyond the scope of this planning effort or represented questions on how the BLM would go about the planning process and implementation. There are several issues raised in scoping that are clearly of concern to the public but that are not under BLM jurisdiction. Where certain management is already dictated by law or regulation, alternatives have not been developed, but management will instead be applied as management common to all alternatives. The Winnemucca RMP Scoping Report (BLM 2005b) discusses issues outside the scope of the RMP.

1.6 PLANNING CRITERIA AND LEGISLATIVE CONSTRAINTS

FLPMA is the primary authority for the BLM's management of public lands. This law provides the overarching policy by which public lands will be managed and establishes provisions for land use planning, land acquisition and disposition, administration, range management, rights-of-way, designated management areas, and the repeal of certain laws and statutes. NEPA provides the basic national charter for environmental responsibility and requires the consideration of public input and information in the decision making process for federal actions. In concert, these two laws provide comprehensive guidance for administration of all BLM activities.

Planning criteria are the standards, rules, and guidelines that help to guide data collection, alternative formulation, and alternative selection in the RMP-development process. In conjunction with the planning issues, planning criteria assure the planning process is focused. The criteria guides planning and provide a basis for judging the responsiveness of the planning options.

Preliminary planning criteria were developed prior to public scoping meetings to set the focus for the Winnemucca RMP and to guide decision making by topic. These preliminary planning criteria were included in the initial newsletter, displayed at the four public open houses held during the first week of May 2005, and posted on the project Web site for public comment during the 60-day scoping period. The public was encouraged to comment on and to suggest additions to these criteria at the meetings and through correspondence with the BLM. Although no specific criterion differing from those above were suggested by the public during scoping, many comments supported the method provided by these principles to evaluate the issues. The public encouraged the BLM to use criteria and standards for as many decisions as possible, making it easier to manage site-specific activities during implementation-level management phases.

1. The RMP will comply with FLPMA and all other applicable laws, regulations, and policies. Decisions in the plan will be consistent with the existing plans and policies of adjacent local, state, tribal, and federal agencies to the extent allowed by federal law, regulations, and policy.
2. Impacts of the RMP will be analyzed in an EIS developed in accordance with regulations at 43 CFR 1610 and 40 CFR 1500 and the Departmental Manual 516 DM 1-8. The scope of analysis will be consistent with the level of analysis in approved plans and in accordance with BLM standards and program guidance.
3. The RMP will recognize the state's responsibility to manage wildlife populations and waters of the State of Nevada.
4. Management of migratory birds within the planning area will be consistent with the Migratory Bird Treaty Act (MBTA). Migratory birds are protected and managed under the MBTA of 1918, as amended (16 USC 703 et seq.) and EO 13186. Under the MBTA, nests with eggs or young of migratory birds may not be harmed, nor may migratory birds be killed. EO 13186 directs federal agencies to promote the conservation of migratory bird populations.
5. The RMP will comply with USFWS National Bald Eagle Management Guidelines and the Post-Delisting Monitoring Plan for the bald eagle when they are finalized and where it is appropriate².
6. The RMP will recognize valid existing rights.
7. Lands covered in the RMP will be public surface and split-estate lands managed by BLM. No decisions will be made in the RMP related to the management of lands not administered by the BLM.
8. The RMP will be developed cooperatively and collaboratively with the State of Nevada, tribal governments, county and municipal governments, other federal agencies, the Sierra Front-Northwestern Great Basin RAC, and other interested groups, agencies and individuals.
9. RMP development will include government-to-government consultation with Native American Indian Tribes in conformance with the requirements of Section 202(c)(9) of the FLPMA; Section 101(d)(6) of the National Historic Preservation Act; the American Indian

² The WDO does not currently conduct bald eagle monitoring, as no foraging, nesting, wintering, or roosting areas have been identified within the planning area, and species occurrence is rare (Section 3.2.10).

Religions Freedom Act; Treaty Rights where applicable; Executive Order 13007 (Indian Sacred Sites); Executive Order 13084 (Consultation and Coordination with Indian Tribal Governments); Executive Order 12898 (Environmental Justice); BLM Handbook H-8160-1; BLM Nevada Instruction Memorandum NV-2005-008; and other applicable laws, regulations, and policies.

10. The RMP will incorporate standards and guidelines for rangeland health developed in accordance with regulations in 43 CFR Subpart 4180 and approved by the Secretary of the Interior, and will incorporate valid and relevant management decisions from previous BLM plans.
11. Management of energy and nonenergy mineral resources will be consistent with the acts of Congress relating to the Domestic Minerals Program Extension Act of 1953, the Mining and Minerals Policy Act of 1970, the Federal Land Policy and Management Act of 1976, the National Materials and Minerals Policy, Research and Development Act of 1980, and the Energy Policy Act of 2005, and the 43 CFR 3100, 3200, 3600, 3800 regulations.
12. Determinations for nonlocatable mineral development will be based on mineral, geothermal, and oil and gas potential within the planning area. Reasonable foreseeable development scenarios for fluid minerals will be developed in accordance with BLM Handbook H-1624-1.
13. Soil and vegetation correlations, maps, and the included information from Natural Resource Conservation Service Soil Surveys and range site descriptions will be used to evaluate ecological conditions and the fundamentals of rangeland health.
14. Fire management objectives will be consistent with the 2001 Federal Wildland Fire Policy, the National Fire Plan, the Healthy Forest Restoration Act, and other policies.
15. The RMP/EIS will be consistent with Homeland Security policies.
16. All proposed management actions will be based on current scientific information, research, and technology, and on inventory and monitoring information.
17. The RMP will recognize lifestyles and concerns of area residents and stakeholders. Analysis of economic matters will comply with established acceptable standards and environmental justice factors will be considered using analytical parameters recommended by the EPA (EPA 1998a).
18. Lands identified for disposal prior to July 25, 2000, will be further identified for disposal under the Federal Land Transaction Facilitation Act.
19. Lands identified for acquisition will be consistent with FLPMA Section 205, existing policy and regulation and, when applicable, with the Southern Nevada Public Land Management Act.
20. Adaptive management principles will be adopted as appropriate.

1.6.1 Relationship to BLM Policies, Plans, and Programs

Since the development and approval of the MFPs (BLM 1982a, 1982b), BLM has processed one land use plan amendment to provide additional land management direction, specifically for land tenure adjustments. The MFPs were also amended to include energy transmission, geothermal energy development, and wind energy development. After the issuance of the final RMP ROD,

guidance will be put into practice on the ground through implementation planning as directed by BLM policy and program-specific guidance. Tables 1-3 and 1-4 identify approved MFP amendments incorporated into the existing land use plans and other BLM guidance considered at the implementation-level planning stages. These plan amendments and guidance documents provide a perspective of the many management considerations pertinent to the planning area.

Table 1-3
Identification of MFP Amendments
Considered for Implementation-Level Planning

Amendments to the Sonoma-Gerlach MFP and Paradise-Denio MFP

Paradise-Denio and Sonoma-Gerlach Management Framework Plan Approved Lands Amendment and Decision Record (1999);

West-Wide Energy Corridor Final Programmatic EIS—Western United States (BLM and DOE 2008);
Record of Decision and Resource Management Plan Amendments for Geothermal Leasing in the Western United States (BLM and Forest Service 2008); and

Final Programmatic EIS on Wind Energy Development on BLM-Administered Lands in the Western United States (BLM 2005c).

Table 1-4
Identification of Other Documents
Considered for Implementation-Level Planning

BLM Policy and Program Guidance Documents Considered During Implementation-Level Planning

- Pine Forest Recreation Area Management Plan (1992);
 - Pine Forest Recreation Plan Activity Plan for Pine Forest Recreation Area (2001);
 - Pine Forest Allotment Evaluation Summary (2004);
 - Winnemucca District Office Fire Management Plan (2005);
 - Protecting People and Natural Resources: A Cohesive Fuels Treatment Strategy (February 2006);
 - A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: 10-Year Comprehensive Strategy (August 2001);
 - A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: 10-Year Strategy Implementation Plan (December 2006);
 - Water Canyon Management Plan (1997);
 - Water Canyon Implementation Plan Amendment (2005);
 - Wetland Riparian Initiative (1990);
 - Winnemucca District Office Forestry Plan Amendment and Environmental Assessment (2003);
 - Healthy Forest Initiative (Ongoing);
-

BLM Policy and Program Guidance Documents Considered During Implementation-Level Planning

- Environmental Assessment for the Normal Year Fire Rehabilitation Plan EA (2004);
 - Programmatic Environmental Assessment – Integrated Weed Management on Bureau of Land Management Lands (1998);
 - Environmental Assessment – Herbicide Application for Control of Noxious Weeds (1999);
 - Environmental Assessment - Integrated Weed Management (2002);
 - Environmental Assessment for the Buffalo Hills Complex Wild Horse Capture Plan (2004);
 - Calico Complex Gather Plan and EA/FONSI (2004);
 - Augusta Mountains Gather Plan and EA/FONSI (2003);
 - Blue Wing/Seven Troughs Complex Gather Plan and EA/FONSI (2005);
 - Jackson Mountains Gather Plan and EA/FONSI (2002);
 - Little Owyhee/Snowstorms Gather Plan and EA/FONSI (2004);
 - McGee Mountain Gather Plan and EA/FONSI (2005);
 - ROD, Vegetation Treatment on BLM Lands in Thirteen Western States (1991);
 - Final Vegetation Treatments Using Herbicides Programmatic EIS—Western United States (2007);
 - Oil Shale and Tar Sands Programmatic EIS—Colorado, Utah, and Wyoming (2007);
 - West-Wide Energy Corridor Final Programmatic EIS—Western United States (2008);
 - Record of Decision and Resource Management Plan Amendments for Geothermal Leasing in the Western United States (2008);
 - Nevada Statewide Wilderness Report (1991);
 - Bloody Shins Mountain Bike Trail (2001);
 - Final Environmental Impact Statement: Wilderness Recommendations for Nevada Contiguous Lands (1990);
 - Geothermal Resources Leasing Programmatic Environmental Assessment (2002);
 - Geothermal Leasing Environmental Assessment for Low Sensitivity Application (2001);
 - A Recreation Area Management Plan for Lovelock Cave Backcountry Byway (1999);
 - Nomination for Lovelock Cave Backcountry Byway (1994);
 - Stillwater Range Woodland Harvest Management Plan, USDI/BLM, Winnemucca, Nevada (1978);
 - Biological Assessment for the Normal Year Fire Rehabilitation Plan (2004);
 - Environmental Assessment Washburn Creek Lahontan Cutthroat Trout Habitat Enhancement Project (2003);
 - Lovelock Cave Cultural Resources Management Plan (1986);
 - Oil & Gas Leasing Environmental Assessment (2005);
 - Riser Creek Environmental Assessment (2003);
-

BLM Policy and Program Guidance Documents Considered During Implementation-Level Planning

- Gerlach Green Energy Geothermal Exploration Environmental Assessment (2006);
- Golden Phoenix Minerals Inc. Ashdown Project Sylvia Mine Environmental Assessment (2006);
- Kramer Hill Quartzite Quarry Environmental Assessment (2007);
- National Fire Plan: Review and Update of the 1995 Federal Wildland Fire Management Policy (US Department of Interior et al. 2001);
- National Fire Plan: Federal Wildland Fire Management Policy (US Department of Interior and US Department of Agriculture 1995);
- National Management Strategy for Motorized Off-highway Vehicle (OHV) Use on Public Lands (BLM 2001);
- Winnemucca District Office Forestry Plan (2003);
- Blue Mountain Geothermal Exploration Environmental Assessment (2006);
- Jersey Valley Geothermal Exploration Environmental Assessment (2007);
- Aquatic Habitat Management Plan; Mahogany Creek Revised (1975);
- Aquatic Habitat Management Plan; North Fork, Little Humboldt River (1982);
- Big Game Habitat Management Plan (1993);
- Disaster Peak Habitat Management Plan (1969);
- Fox Mountain—Granite Range Habitat Management Plan (1970, revised 1989);
- Jackson Mountains Wildlife Habitat Management Plan (1979, revised 1981);
- Little Owyhee/Snowstorms Habitat Management Plan (1987);
- Montana-Double H Wildlife Habitat Area, Bighorn Sheep Habitat Management Plan (1990);
- Osgood Milkvetch ACEC Habitat Management Plan (no date; circa 1990);
- Owyhee Desert Habitat Management Plan (1976);
- Pine Forest Habitat Management Plan (1969, revised 1981);
- Sage Hen Flat Meadow Habitat Management Plan (1973);
- Soldier Meadows Desert Dace Habitat Management Plan (1983);
- Sonoma Creek Aquatic Habitat Management Plan (1985);
- Sonoma Mountain Habitat Management Plan (1975);
- Greater Sage-Grouse Conservation Plan for Nevada and Eastern California (NDH 2004);
- Stillwater Range Habitat Management Plan (1986);
- Instruction Memorandum Number 2010-071: Gunnison and Greater Sage-Grouse Management Considerations for Energy Development.

Allotment Final Multiple Use Decision Documents including the following:

- Abel Creek Allotment FMUD (1997);
 - Alder Creek Allotment FMUD (1994);
-

BLM Policy and Program Guidance Documents Considered During Implementation-Level Planning

- Antelope Allotment FMUD (1998);
 - Asa Moore Allotment FMUD (2001);
 - Bottle Creek Allotment FMUD (2000);
 - Buffalo Allotment FMUD (1996);
 - Buffalo Hills Allotment FMUD (1993);
 - Bullhead Allotment FMUD (1997);
 - Buttermilk Allotment FMUD (2001);
 - Clear Creek Allotment FMUD (2000);
 - Coyote Hills Allotment FMUD (1994);
 - Crowley Creek Allotment FMUD (1998);
 - Deer Creek Allotment FMUD (1998);
 - Dolly Hayden Allotment FMUD (2000);
 - Double H Allotment FMUD (1995);
 - Dyke Hot Allotment FMUD (1995);
 - Flat Creek, Willow Creek, and Upper Quinn River Allotment FMUDs (1995);
 - Fort Scott Allotment FMUD (1997);
 - Goldbanks Allotment FMUD (2001);
 - Granite Allotment FMUD (1991);
 - Hanson Creek Allotment FMUD (1997);
 - Happy Creek Allotment FMUD (1997);
 - Hole in the Wall, Jersey Valley , and Home Station Gap Allotment FMUDs (1997);
 - Horse Creek Allotment FMUD (1984);
 - Hot Springs Peak Allotment Multiple Use Decision Environmental Assessment (2004);
 - Hot Springs Peak Allotment FMUD (2005);
 - Indian Creek Allotment FMUD (1993);
 - Jackson Mountain Allotment FMUD (1994; Stipulation in 1998);
 - Jordan Meadows Allotment FMUD (1995);
 - Klondike Allotment FMUD (1998);
 - Leadville Allotment FMUD (1994);
 - Little Horse Creek Allotment FMUD (1990);
 - Little Owyhee Allotment FMUD (1999);
 - Long Canyon Allotment FMUD (1995);
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BLM Policy and Program Guidance Documents Considered During Implementation-Level Planning

- Martin Creek Allotment FMUD (1996);
 - Mullinix Allotment FMUD (1998);
 - Paiute Meadows Allotment FMUD (2003);
 - Paradise Hill Allotment FMUD (2000);
 - Pole Canyon Allotment FMUD (2000);
 - Provo Allotment FMUD (2000);
 - Pueblo Mountain Allotment FMUD (1999);
 - Pumpnickel Allotment FMUD (1996);
 - Rebel Creek Allotment FMUD (1998);
 - Rock Creek Allotment FMUD (1997);
 - Rodeo Creek Allotment FMUD (1997);
 - Singus Allotment FMUD (1999);
 - Soldier Meadows Multiple Use Management Environmental Assessment (2003);
 - Soldier Meadows Allotment FMUD (2004);
 - Solid Silver Allotment FMUD (1991);
 - South Rochester Allotment FMUD (1998);
 - Spring Creek Allotment FMUD (2000);
 - UC Allotment FMUD (1998);
 - Washburn Allotment FMUD (1994);
 - Wilder-Quinn Allotment FMUD (1998);
 - William Stock Allotment FMUD (2000).
-

1.7 COLLABORATION

1.7.1 Intergovernmental and Interagency Collaboration

The benefits of enhanced collaboration among agencies in the preparation of NEPA analyses include disclosing relevant information early in the analytical process, applying available technical expertise and staff support, avoiding duplication with other federal, state, tribal, and local procedures, and establishing a mechanism for addressing intergovernmental issues.

On February 16, 2005, the BLM mailed letters to the following local, state, federal, and tribal representatives inviting them to participate as cooperating agencies for the Winnemucca RMP:

- | | |
|---|--|
| <ul style="list-style-type: none"> • US Fish and Wildlife Service (USFWS); | <ul style="list-style-type: none"> • Natural Resource Conservation Service (NRCS); • US Forest Service (USFS); |
|---|--|

- Nevada Department of Wildlife (NDOW);
- Burn Paiute Tribe;
- Cedarville Rancheria;
- Confederated Tribes of Warm Springs Reservation;
- Fallon Paiute-Shoshone Tribe;
- Fort Bidwell Indian Community;
- Fort McDermitt Tribe;
- Nevada Department of Agriculture (NDOA);
- Nevada Natural Heritage Program;
- State Historic Preservation Office (SHPO);
- Humboldt County;
- Washoe County;
- Pershing County;
- Churchill County;
- Lyon County;
- City of Winnemucca;
- Alturas Indian Rancheria;
- Battle Mountain Band;
- Klamath Indian Tribe;
- Lovelock Paiute Tribe;
- Pit River Tribe;
- Pyramid Lake Paiute Tribe;
- Reno-Sparks Indian Colony;
- Shoshone-Bannock Tribes, Fort Hall;
- Shoshone-Paiute Tribes of the Duck Valley;
- Summit Lake Paiute Tribe;
- Susanville Indian Rancheria;
- Washoe Tribe;
- Winnemucca Tribe;
- Inter-Tribal Council of Nevada.

Nine agencies (Humboldt County, City of Winnemucca, Washoe County, Pershing County, Nevada Department of Wildlife, N-2 Grazing Board, Nevada Department of Agriculture, Bureau of Reclamation, and US Fish and Wildlife Service) accepted the offer to participate in the BLM WDO planning process as cooperating agencies. These agencies will “work with the BLM, sharing knowledge and resources, to achieve desired outcomes for public lands and communities within statutory and regulatory frameworks” (BLM 2005a).

To initiate the collaborative planning process, on March 25, 2005 BLM mailed letters inviting the aforementioned federal, state, local, and tribal organizations to the four scoping open houses held during the first week of May. Each of these organizations was also included on the original distribution list to receive the newsletter.

The BLM gave presentations on the WDO RMP planning effort to numerous groups over the course of several meetings. For a detailed list of these meetings and dates, please see Section 1.5.1 (Scoping Process).

A Resource Advisory Council (RAC) is a committee established by the Secretary of Interior to provide advice or recommendations to BLM management (BLM 2005a). A RAC is generally composed of 15 members of the public representing different facets. The Sierra Front-Northwestern Great Basin RAC includes a panel of mixed expertise ranging from natural resources and Native American culture to mining, transportation, and politics. The group is facilitated by the public affairs officer from the BLM. In March 2005, five new members were incorporated into the

WDO RAC to replace previous members. The first meeting with the new RAC was held on April 28, 2005 at the Winnemucca District Office. After a presentation of the RMP process highlighting the components and issues of the planning area, preliminary planning criteria, and project status, the RAC elected to form a subgroup to provide assistance and input. The RAC subgroup is expected to meet at a frequency appropriate to meet the needs of the RMP. The RAC subgroup assisted in developing the alternatives at the following meetings:

- Fernley Nevada on July 11, 2005;
- BLM Carson City District Office on July 29, 2005;
- Winnemucca District Office from September 17-18, 2005;
- Winnemucca District Office from November 11-13, 2005;
- Winnemucca District Office from January 17-18, 2006;
- Winnemucca District Office on March 15, 2006;
- Winnemucca District Office from June 8-9, 2006;
- Winnemucca District Office on November 30, 2006;
- Winnemucca District Office on January 11, 2008.

1.7.2 Tribal Relationships and Indian Trust Assets

The unique political relationship between the US government and federally recognized Indian tribes is defined by treaties, statutes, executive orders, judicial decisions, and agreements. This relationship has created a special federal trust responsibility, involving the legal commitments and obligations of the US toward Indian tribes, Indian lands, tribal trust resources, and the exercise of tribal rights. These trust responsibilities supersede any and all actions taken by the BLM.

Indian trust resources are legal interests in assets held in trust by the federal government for federally recognized Indian tribes or nations or for individual Indians. These assets can be real property, physical assets, or intangible property rights. Examples include lands, minerals, water rights, hunting and fishing rights, other natural resources, money, or claims.

BLM has no trust administration responsibilities within the WDO.

1.8 CONSISTENCY WITH OTHER PLANS

BLM planning regulations require that BLM RMPs be consistent with officially approved or adopted resource-related plans of other federal, state, local, and tribal governments to the extent those plans are consistent with federal laws and regulations applicable to public lands. Plans formulated by federal, state, local, and tribal governments that relate to management of lands and resources have been reviewed and considered as the RMP and EIS has been developed, and no inconsistencies with these plans have been identified. These plans include the following:

- Churchill County Master Plan Update (2005);
- Humboldt County Master Plan (2002);

- Humboldt County Master Plan Open Space Element Amendment (2003);
- Lander County Master Plan (1997);
- Lyon County Master Plan (1990);
- Pershing County Master Plan (2002);
- Washoe County Comprehensive Plan (1994);
- Nevada Division of State Lands, Nevada Statewide Policy Plan for Public Lands (1985);
- Nevada Division of State Lands, Lands Identified for Public Acquisition (1999);
- Nevada Division of State Lands, Nevada Natural Resources Status Report (2002);
- State of Nevada Drought Plan (1993);
- Nevada's 2003 Statewide Comprehensive Outdoor Recreation Plan—Assessment and Policy Plan (2003);
- Nevada BLM Statewide Wilderness Report (1991);
- Statewide Wildfire Management Plan (developing);
- Nevada Comprehensive Preservation Plan (2004);
- Nevada's Coordinated Invasive Weed Strategy (2000);
- Resource Management Plan for the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area and Associated Wilderness and Other Contiguous Lands in Nevada (2004);
- Carson City Field Office Consolidated RMP (2001);
- Shoshone-Eureka Planning Area, RMP (1987, as amended);
- Stillwater National Wildlife Refuge Comprehensive Conservation Plan (2002);
- Final Programmatic Environmental Impact Statement on Wind Energy Development on BLM-Administered Lands in the Western United States (2005);
- Record of Decision and Resource Management Plan Amendments for Geothermal Leasing in the Western United States (2008);
- West-Wide Energy Corridor Final Programmatic EIS—Western United States (2008);
- Proposed Southeastern Oregon Resource Management Plan and Final Environmental Statement (2001);
- Nevada Wildlife Action Plan (June 2006);
- NDOW Nevada Elk Species Management Plan (1997);
- First Edition Greater Sage-Grouse Conservation Plan for the Bi-State Plan Area of Nevada and Eastern California (June 2004);

- Western Association of Fish and Wildlife Agencies – Greater Sage-Grouse Comprehensive Conservation Strategy (December 2006)
- Eagle Lake Field Office RMP (2007);
- National Oil and Hazardous Substances Pollution Contingency Plan (40 CFR 300) (1994, revised 2007).

1.9 IMPLEMENTATION AND MONITORING OF THE RESOURCE MANAGEMENT PLAN

1.9.1 Introduction

The Winnemucca District Office RMP provides broad direction for managing the decision area. Implementation of an RMP involves completion of several tasks, some of which are completed when the plan is adopted, while others would continue over the 20-year life of the plan. This section provides a framework to guide implementation of the planning decisions contained in the RMP, and future actions that may occur as a result of this plan. Implementation of future actions would often require additional site-specific planning to implement the broad guidance contained in the RMP. This chapter also contains information on the process to maintain the RMP in the future as additional information becomes available and changes in conditions or resource uses change.

Implementation of the RMP would begin when the Nevada BLM State Director signs the ROD for the RMP. Decisions in the RMP would be tied to the BLM budgeting process. An implementation schedule would be developed after the ROD is signed, providing for the systematic accomplishment of decisions in the approved RMP. During implementation of the RMP, additional documentation may be required to comply with NEPA.

Implementation of the RMP would be monitored, and the RMP would be evaluated periodically. Revisions or amendments to the RMP may be necessary to accommodate changes in resource needs, policies, or regulations. Other decisions would be issued after the ROD is signed, in order to fully implement the RMP.

1.9.2 Implementation Plan

An Implementation Plan would be completed after the ROD is signed and the RMP is adopted. The purpose of the Implementation Plan is to outline the priority tasks and resources needed during the first 3 to 5 years after the RMP is adopted. The Implementation Plan would contain a schedule for the development of priority activity plans identified in the RMP, including the Transportation and Travel Management Plan and the Recreation Activity Management Plan.

The Implementation Plan would also contain the following:

- Results of the consistency review of existing BLM activity plans;
- Cost estimates for the first five years of implementation of the RMP;
- Strategies for funding implementation of the RMP; and
- A schedule of implementation actions.

During development of the Implementation Plan, several workshops would be conducted to educate the BLM staff and external parties about the RMP, how it would be implemented and to encourage partnerships to improve the efficiency of implementation efforts and cost-effectiveness.

1.9.3 Implementation Schedule

Implementation of decisions made through this planning process would occur in several phases. Although the use of the word “phase” implies sequential steps, some of the phases may be implemented concurrently. These phases include:

Pending/Ongoing: Generally, any ongoing, short-term activity would not be changed as a result of the RMP decisions. Short-term activities where National Environmental Policy Act (NEPA) analysis has been completed and decisions are pending would be screened to ensure they are consistent with the decisions in the RMP prior to implementation.

Short-term: Actions where implementation would begin in the immediate future (i.e., within the first several years) are included in this category. These include development of the priority activity plans. The monitoring and adaptive management process would also begin during the short-term phase to include establishment of coordination efforts and priorities for monitoring and research programs.

Long-Term: This phase includes actions that need to be implemented over the life of the plan (up to 20 years). In addition to ongoing regulatory requirements, a major part of this effort would include site-specific project and activity planning needed to implement the RMP but not specifically outlined in the plan. The monitoring/adaptive management strategy would continue to be implemented throughout the life of the plan, which may lead to changes in the plan through an amendment or revision process that considers information collected during implementation. This process is discussed in more detail in the sections that follow.

In the adaptive management process, evaluation of information collected may result in changes in time frames for implementation. Data may indicate a need to accelerate a protective management action or an action could be delayed because impacts are less (or more) than originally anticipated.

1.9.4 Linking Broad Scale Decisions to More Detailed Plans and Actions

The RMP provides general direction and guidance for the entire planning area and makes some specific implementation decisions. However, most management actions necessary to achieve broad-scale objectives, such as developing an effective Transportation and Travel Management Plan or a Recreation Area Management Plan would require further planning and additional decisions. Additional planning would:

- Validate, refine or add-to information concerning current and historical resource conditions;
- Address site-specific issues not appropriately addressed at the broad level scale;
- Prioritize implementation actions consistent with achievement of management goals and objectives;
- Guide the type, location and sequence of appropriate management activities; and
- Identify specific monitoring and research needs.

The additional detailed plans and actions would “step-down” broad-scale objectives and decisions in the RMP to site-specific actions. This step-down process would be designed to ensure that RMP goals, objectives and decisions are applied to on-the-ground management in a manner consistent with the RMP.

Where RMP decisions do not adequately provide the detail needed to manage resources and uses, activity plans may be used to supplement the RMP (i.e., planning specific to a particular resource program such as a Fire Management Plan or a Special Recreation Management Plan). Activity planning is an intermediate step between the broad level planning and the specific details of project development. These plans would fill a need to provide specific program guidance, while allowing the flexibility to adjust management decisions over the life of the RMP without requiring an RMP amendment.

The RMP identifies activity plans that should be completed in the first several years following adoption of the RMP. The highest priority plans include:

- **Transportation and Travel Management Plan:** This plan would identify the priorities and costs associated with management of the BLM road system to meet the requirements of the RMP, identify the initial on-the-ground transportation sign needs and define the guidelines to be used for changing road condition or maintenance and signage levels. Though historically focused on motor vehicle use, comprehensive travel management also encompasses all forms of transportation including travel by foot, horseback, bicycle, motorcycle and OHV. Because of the explosive growth of OHV use on public lands in the Winnemucca District a high priority pro-active district wide OHV management plan would be pursued. This coordinated OHV management policy would provide for inventory, development, design, designation and monitoring of OHV routes, increased enforcement of regulations, and a greater emphasis on user education. Appendix J provides the proposed Travel Management Plan criteria for subsequent road and trail selection, identification, and designations in ‘Limited’ OHV areas.
- **Recreation Area Management Planning:** These recreation activity plans would be established for each of the proposed Recreation Management Zones (RMZs). Within these plans thresholds for resource conditions would be set and if reached would trigger corrective recreation management actions. In addition, if the prescribed setting character (see Appendix C) is different from existing setting characteristics, then these plans would address how this shift would be achieved. These plans would also provide guidance for implementing the Resource Monitoring System, Public Outreach Facilities, Recreation Site Development, Visitor Management, Camping Designations and SRP administration.
- **Areas of Critical Environmental Concern (ACEC) Management Plan:** These plans would identify specific management actions for each ACEC designated in the RMP ROD. The ACEC management plans would further address how activities would be managed within each ACEC.

Implementation of specific, on-the-ground management actions such as development of a campground or maintenance of a road may require detailed project plans. These plans would be consistent with the RMP and applicable activity plans.

1.9.5 Compliance with NEPA

The RMP includes goals, objectives and decisions that were subjected to environmental analysis as required by NEPA during the preparation of the RMP. Subsequent planning at the project or activity plan level would require additional NEPA analysis in most cases and rarely an amendment to the RMP. The BLM would continue to conduct site-specific inventories and perform the appropriate level of NEPA analysis as part of the planning and decision making processes described above. Management changes resulting from the adaptive management process could also require NEPA analysis. Changes beyond the scope of the land use plan that are deemed desirable in the adaptive management process, may result in a plan amendment.

1.9.6 Consultation, Coordination and Collaboration

This plan and all implementation plans will be prepared in close coordination and collaboration with other federal agencies, state, tribal, and local governments, the public, and other interested parties. Collaborative approaches to implementation are necessary to assure success. While the BLM retains the responsibility and authority for land management decisions, these decisions are more meaningful, effective and enduring if made in a collaborative and open process. Therefore, close working relationships among management and regulatory agencies need to be developed and maintained. In addition, others outside of the BLM (State and local agencies, universities, volunteers, etc.) should be involved in subsequent analysis, monitoring, evaluation, research, and adaptive management processes.

The ability of a subgroup formed by the Resource Advisory Council (RAC) with advisory responsibilities in the WDO Planning Area to provide high quality input into the planning process was essential to the timely completion of the RMP. The continuing involvement of the RAC would assure that management decisions are made in a collaborative manner. Continuing opportunities for public participation may include, among other things:

- regular involvement of a RAC sanctioned group similar to the planning subgroup to provide the RAC with recommendations relating to the management of the planning area
- volunteer partnerships or assistance agreements with other agencies to complete assessments, establish baseline data, monitor, and recommend management actions as a result of these processes
- working groups, agreements and memorandums of understanding with State and Tribal governments.

The successful collaborative planning work of the RAC Subgroup provides a model for how a similar group could help BLM to better manage the many diverse and sometimes conflicting uses within the WDO.

Therefore, BLM would ask the Sierra Front-Northwestern Great Basin Resource Advisory Council to form a collaborative subgroup with a suggested composition of 6 to 8 members representing State, local and Tribal governments, and constituencies, groups and individuals with interests in public land management in the WDO. The subgroup would work with BLM on a regular basis to gain an in-depth understanding of management of the area and to regularly report to the parent RAC. The RAC would also be asked to specify any interests they feel should always be represented

on the subgroup (i.e., ranching, recreation, SRPs, OHV enthusiasts, etc.), and the length of terms of subgroup members (perhaps staggered 2- or 3-year terms).

Individual members of the subgroup would serve as information conduits between BLM and the groups and interests they represent, which would greatly enhance community involvement in management of the WDO. As a whole, the subgroup's purpose would be to provide detailed information and recommendations to the parent RAC concerning management of the area. The subgroup would not be an oversight or advisory group. The advisory function would remain where it currently is and where it belongs: solely within the authority and purpose of the parent RAC. The subgroup would be a collaborative group and as such would be an invaluable asset to BLM, the RAC and the general public.

This general interest group may be supplemented by smaller focused workgroups established by the RAC to provide recommendations on short-term projects and technical issues of limited interest to such a broadly based group.

1.9.7 Adaptive Management

The RMP would be implemented using an adaptive management process. Under adaptive management, decisions, plans and proposed activities are treated as working hypotheses rather than final solutions to management of resources and uses. For the purposes of this plan, adaptive management represents a process that tests, evaluates and adjusts the assumptions, objectives, actions, and subsequent on-the-ground results from the implementation of RMP decisions. Used effectively, adaptive management provides resource managers with the flexibility to respond quickly and effectively to changing resource and user conditions. Changes in management actions are based on site-specific resource monitoring and evaluation.

The intent of adaptive management is to allow future management actions, as applied through resource management guidelines, to fully incorporate the knowledge and experience gained up to that time from monitoring, evaluation and experimentation. However, adaptive management does not relieve managers of their responsibilities to consider the affects to the human environment of actions proposed under the guise of adaptive management. Managers would still be required to comply with the provisions of NEPA and other applicable laws, regulations and policies before such actions are applied. Certain actions proposed to apply adaptive management techniques may require amendment to the RMP before they could be employed.

Guidelines assure that constraints established in the RMP are consistently applied when management methods and practices are used to meet plan objectives. Examples of guidelines are the livestock grazing guidelines required by CFR 43 §4180, Land Health Standards. Guidelines would be developed for all programs and uses. Guidelines that already exist for many programs and uses would be adopted as is when reviews show them to be applicable to the Planning Area. New site-specific guidelines would also be developed as necessary.

The adaptive management process is a continuous cycle that includes the following four phases:

- **Planning:** Management guidelines, actions, and objectives are developed. Monitoring techniques and adjustment thresholds are designed based upon available information, past monitoring information and current scientific information.

- **Implementation:** Objectives, guidelines, actions and constraints developed and identified during planning processes at all scales are applied as on-the-ground management.
- **Monitoring:** Monitoring includes all efforts to document the current state of implementation, the resulting resource conditions as measured through indicators, and the effectiveness of the implementation strategy. Monitoring is designed to tier from existing data and techniques, be outcome based, technically feasible, affordable, and operationally attainable. Two types of monitoring would occur:
 - **Implementation monitoring:** Determines whether the decisions and proposed actions developed during planning are actually being implemented.
 - **Effectiveness monitoring:** Determines whether implemented decisions and actions have changed resource condition indicators. If so, determines whether the changes in the indicators are consistent with meeting the objectives.

The credibility of an adaptive management process rests in part on the routine application of an outside check on the use of technical and scientific information, including monitoring. Independent reviews can provide verification that plans, evaluations and changes in management strategy are consistent with current scientific concepts.

When additional monitoring is required to fill information gaps, standardized monitoring techniques would be used where available before new techniques are developed. The BLM staff of the WDO would be responsible for developing a monitoring strategy and adaptive management protocols and ensuring that documentation is sufficient to facilitate feedback into the adaptive management process.

Evaluation:

- **Modification Evaluation:** The part of the process through which specific objectives, actions, monitoring thresholds, and even resource condition indicators may be modified to better meet the goals of the plan.
- **Timing Evaluation:** Determines the need for and time frames during which changes to planning, implementation and monitoring should occur.

The BLM staff would also be responsible for ensuring that monitoring results and other new information is compiled and evaluated in accordance with the two evaluation phases discussed above.

Monitoring

Monitoring would determine whether or not planning objectives are being met and ensure that BLM meets the commitments made in the plan. The information developed through monitoring would feed the evaluation process that may alter decisions or the timing of decisions, change implementation or maintain current management direction.

The key step in developing a monitoring strategy is to define the questions that must be answered to evaluate the attainment of broad-scale management goals and objectives in the RMP. These questions would be used to focus monitoring on appropriate issues and avoid gathering irrelevant information. Focused monitoring also helps to keep costs within agency budgets.

The first step is to select key monitoring elements and indicators that can be effectively sampled and can provide desired data at a reasonable cost. An example of such indicators is provided in Table 1-5. A standard set of core data elements would be collected. Core data, including data necessary to evaluate achievement of the applicable Land Health Standards, are the minimum set of variables to be collected at all scales. Standardized measurement and reporting protocols would be determined because the need for consistency is essential. Where possible, monitoring protocols would be designed to integrate existing monitoring efforts and would address multiple questions. Also, the design would have the flexibility to add data elements required to answer new questions raised during subsequent site-specific planning.

Determining the specific monitoring approach for any question requires knowledge of detailed information on existing conditions. A monitoring strategy must also identify the techniques needed to acquire a complete picture of the structure and pattern of a resource (i.e., remote sensing, sample-based studies, modeling).

A monitoring system requires the development and use of indicators and thresholds based on guidelines. Thresholds are measurable indicators of when a change in management needs to be made. For example, the specific amount of resource impacts that would be tolerated before a campsite would be closed to public use and rehabilitated is a threshold. The development of indicators and thresholds would occur during the early part of plan implementation. Until these measures are in place, evaluations may not be completed. Indicators and thresholds would be periodically evaluated to assure that they remain appropriate for the Planning Area.

1.9.8 RMP Evaluation

Plan evaluations are a type of mechanism that review implementation of the RMP at several levels to see whether management goals and objectives are being met and determine whether management direction is sound. An evaluation examines management actions to determine whether they are consistent with thresholds established for the achievement of the objectives. If they are not, an evaluation identifies the reasons. The conclusions are then used to make recommendations on whether to continue current management guidelines, to make changes in management practices to meet plan goals and objectives, or to amend the plan objectives or decision to better meet the capabilities of the land and the intent of the legislation.

Reviews of the evaluation process would be periodically scheduled to ensure that:

- Monitoring data is gathered sufficiently in advance to be used effectively in the evaluation process.
- Evaluations are conducted at intervals that allow for adjustments to be made in management direction before crises develop.

RMP Evaluations made too frequently would not detect changes in ecosystems because cost-effective monitoring systems cannot detect changes at this scale. On the other hand, if plan evaluations are delayed for too long or are not conducted at all, irreversible changes may take place without detection. RMP evaluations would be conducted every five years to assess the progress toward achieving broad-scale objectives and desired future conditions.

**Table 1-5
Monitoring Indicators**

Major Uses and Resources	Indicators to be Monitored
Land Health	<ul style="list-style-type: none"> - Amount of Ground Cover - Evidence of Erosion - Vegetation Composition, Vigor and Structure - Riparian Functional Condition - Achievement of Water Quality Standards - Population and Habitat Diversity and Viability - Special Status Species Viability - Levels of Invasive Species
Transportation	<ul style="list-style-type: none"> - Road Condition - Numbers of Vehicle Accidents - Numbers of Search and Rescue Incidents - Erosion/Resource Damage Associated with Roads
OHV Use	<ul style="list-style-type: none"> - Occurrences of New Tracks
Cultural Resources	<ul style="list-style-type: none"> - Evidence of Looting/Vandalism - Changes in Site Integrity - Erosion of Trail Traces
Paleontological Resources	<ul style="list-style-type: none"> - Evidence of Looting/Vandalism - Changes in Site Integrity
ACECs	<ul style="list-style-type: none"> - See Land Health Indicators - See Cultural Resources Indicators
Livestock Grazing	<ul style="list-style-type: none"> - See Land Health Indicators
Wild Horses & Burros	<ul style="list-style-type: none"> - Population Levels - Demographics - Herd Health
Wildland Fire	<ul style="list-style-type: none"> - Fuel Characteristics - Burn Area Recovery - Rehabilitation Success
Fish & Wildlife	<ul style="list-style-type: none"> - Population Numbers/Trends - Impacts to Habitat
Special Status Species	<ul style="list-style-type: none"> - See Land Health Indicators - See Fish and Wildlife Indicators
Visual Resources	<ul style="list-style-type: none"> - Changes in Visual Quality - Changes to Visual Intrusions/Contrast - Uses comply with VRM Class
Water Resources	<ul style="list-style-type: none"> - See Land Health Indicators
Lands & Realty	<ul style="list-style-type: none"> - Compliance with Stipulations - Numbers of Trespass Incidents - Access to Public Lands
Mineral and Energy Resource Uses	<ul style="list-style-type: none"> - Compliance with Stipulations
Soil Resources	<ul style="list-style-type: none"> - See Land Health Indicators
Recreation	<ul style="list-style-type: none"> - Evidence of Human Waste - Vandalism - Area of Impact - SRP Stipulation Requirements - Surface Permeability

The evaluation process would review progress toward RMP implementation as well as new, scientific research, monitoring data, and other information on changed resource or social circumstances that needs to be considered in future management. The evaluation may conclude:

- Management actions are moving resources toward the desired objectives. In this case, management actions are affirmed and may not need to be adjusted.
- Further research needs to be initiated or that actions must be adjusted to more efficiently achieve objectives of the Plan. If new information or research demonstrates better ways to achieve plan objectives, changes in activity planning and project implementation may be made.
- The objectives should be altered based on the new information. If the new information indicates that plan objectives should be reconsidered, a plan amendment may be required that would reexamine desired future conditions and ways to reach those conditions.

1.9.9 Changing the RMP

This RMP is expected to remain in place for up to 20 years. During that period, it is anticipated that occasional changes to the RMP would be needed because of new information, changes in resource uses, new legislation or other factors. All changes to the RMP would be documented in a manner that allows future tracking of any changes to the plan. Changes to the RMP fall into two categories:

- **RMP maintenance:** The process of modifying the text or maps of the RMP to correct clerical and technical errors or implement minor changes in wording or mapping. Maintenance actions would not change the intent of goals, objectives or decisions. Maintenance would be limited to minor corrections to improve clarity of the text, update textual or map information that changes over time or eliminate errors. Maintenance actions are not subject to the requirements of NEPA and do not require public involvement.
- **RMP Amendment:** Changes to the RMP that modify the intent of goals, objectives or decisions or add new decisions require amending the plan. Amendments may be the result of periodic evaluations that recommend changes to the plan, external factors including new legislation, or proposals from external parties. The amendment process includes public involvement, coordination and environmental analysis similar to that used in the preparation of the original RMP. The level of environmental analysis would be appropriate to the level of potential impacts expected to be caused by the proposed amendment and could include preparation of an Environmental Impact Statement.

1.9.10 Relationship to Other Agency Plans

Local, State, other federal agencies, and Indian Tribes in the immediate region routinely prepare plans that establish goals and direction for land use, economic development or resource management within their jurisdictions. Many of these plans bear directly on or are significantly affected by BLM plans for managing public lands. During implementation of the RMP, BLM would coordinate and consult with such agencies and Tribes to assure consistency with other approved plans to the extent these other plans are in compliance with federal laws, regulations and policies. The principles of community-based planning would be employed where timing, mutual interest and the availability of resources are appropriate to address economic, ecologic and land use issues of mutual concern.

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